

CITY OF HAYWARD

AGENDA REPORT

AGENDA DATE 06/21/05

AGENDA ITEM _____

WORK SESSION ITEM WS 2

TO: Mayor and City Council
Planning Commission

FROM: Director of Community and Economic Development

SUBJECT: South Hayward BART/Mission Boulevard Concept Plan

RECOMMENDATION:

It is recommended that the City Council and Planning Commission review and comment on this report.

BACKGROUND:

In October of 2004, the City Council authorized the preparation of a conceptual design plan for the South Hayward BART/Mission Boulevard area. The proposed Concept Plan is focusing primarily on two areas: the immediate area surrounding the BART station and an expanded area extending both north and south along Mission Boulevard. This study is very timely in that opportunities still exist within walking distance of the BART station to encourage transit-oriented development, particularly on vacant and underutilized properties.

The purpose of this study is to develop a conceptual design for the study area that illustrates how future redevelopment of the area could be compatible with the surrounding neighborhoods. In addition, the conceptual design will articulate an overall circulation pattern and transportation linkages for the South Hayward BART Station. It is anticipated that the concept plan will be sufficiently detailed so as to provide a framework for reviewing private sector development proposals and public agency capital improvements and related activities.

The study area comprises approximately 240 acres, including streets (see Exhibit A). The study area is bordered by the BART tracks on the west (excluding the residential neighborhoods west of East 12th Street and north of Sorensen Road), Industrial Parkway on the south (including the triangular area on the south side), Harder Road on the north, and Mission Boulevard on the east (including commercial properties along the east side of Mission Boulevard between Garin Avenue and Calhoun Street).

At the initial community workshop held on January 19, 2005, meeting participants identified issues and concerns that need to be addressed during the study. In addition, staff consulted with staff at other local agencies and institutions, including the Hayward Unified School District, Hayward Area Recreation and Park District, California State University, and Moreau High

School. Over the course of the past five months, the study area was evaluated in terms of the opportunities and constraints for future development and redevelopment as well as its relationship to major activity centers such as the South Hayward BART Station. Background information and significant findings were included in four technical assessments prepared by the team of consultants.

The Land Use and Urban Form Assessment provided an overview of the existing land use pattern in the study area and also identified opportunities and constraints for future development within each subarea. The Transportation Access Assessment addressed the existing circulation pattern and traffic conditions in the study area, and specifically focused on transit and pedestrian access. The Retail and Residential Market Assessment provided an overview of the current economic conditions affecting commercial and residential development in the study area. The Fiscal Overview provided an overview of the study area's current contribution to the General Fund and identified potential implications for future development and reinvestment in the study area.

On March 15, 2005, the four preliminary assessments prepared by the consultants were reviewed at a joint work session with the City Council and Planning Commission. Based on the discussion at the work session and additional research by the consultants, preliminary alternatives were developed for each of the subareas within the study area. Further review of these alternatives by city staff and the consultant team led to the development of two alternative concepts for the study area.

DISCUSSION:

The two alternative concepts are presented in the attachments (see Exhibit B: Suburban Concept and Exhibit C: Urban Concept). The development potential associated with these concepts (see Exhibit D) represents a bracketing of the range of possibilities for the study area. In summary, both concepts encourage mixed-use development along Mission Boulevard and call for transit-oriented development around the South Hayward BART Station. However, the two concepts differ significantly in the amount and intensity of residential development. Both concepts call for additional commercial development and encourage the inclusion of retail and office space in mixed-use projects; however, the net change in square footage varies depending on the extent to which redevelopment of existing properties occurs and the maximum development potential is realized. These distinctions are further described below.

The **Suburban Concept** designates relatively less land for residential development and primarily at densities consistent with existing General Plan land use designations. Several parcels, including the South Hayward BART Station site, are assigned higher residential densities (these are further described under the Urban Concept below). Overall, the Suburban Concept provides for approximately 1,200 to 2,600 additional dwelling units. By way of comparison, the residential development potential under the existing General Plan is approximately 700 to 1,400 dwelling units. In the Suburban Concept, the net change in the amount of commercial development ranges from an overall reduction of approximately 145,000 square feet to a net gain of over 50,000 square feet.

The **Urban Concept** designates considerably more land for residential development and at significantly higher densities than currently permitted by the General Plan. It is important to remember that while the densities proposed are higher than found in existing developments, careful attention to the design of new projects and incorporation of amenities can ensure that the projects are compatible with and contribute to the surrounding neighborhoods. Two new residential density categories are proposed. The Mission Boulevard Residential designation would allow densities of 35 to 75 dwelling units per net acre, and 3 to 5 stories in height. The Station Area Residential designation would allow densities of 75 to 100 dwelling units per net acre, and 5 to 7 stories in height. In comparison, the existing High Density Residential designation allows 17 to 34 dwelling units per net acre and development is typically three stories in height. Consequently, the Urban Concept provides for approximately 2,400 to 5,000 additional dwelling units. In the Urban Concept, the net change in the amount of commercial development ranges from a reduction of approximately 72,000 square feet to a net gain of almost 200,000 square feet.

There are other significant differences that distinguish these two concepts. These differences are highlighted by subarea in the following sections (see Exhibit A for subarea locations).

Subarea 1. This subarea includes the two parcels on the southwest corner of the Mission Boulevard/Harder Road intersection. The size, visibility, and accessibility of the two parcels in this subarea (primarily the Kmart site) could accommodate more intensive uses, whether commercial, residential, or a mixed-use project. Development could possibly be structured on a finer-grain circulation pattern. In the Suburban Concept, this subarea is shown for more intense retail commercial development, or alternatively, as a southern gateway to Auto Row with space for two new auto dealerships. In the Urban Concept, this subarea is proposed for residential development and related open space, with mixed-use development along the Mission Boulevard frontage.

Subarea 2. This subarea includes all parcels from the Kmart site south to Jefferson Street. North of Sorenson Road, the Suburban Concept proposes residential development while the Urban Concept proposes mixed-use development. Parcel depths in this segment are sufficient to accommodate a double row of parking behind new development that would directly front Mission Boulevard; however, parking along the frontage is also possible by the use of a local access lane similar to the site's existing parking configuration, but with a more clearly defined public sidewalk. South of Sorenson Road, both concepts recognize the existing Mission Plaza Shopping Center. Both concepts call for improvements to the pedestrian/bicycle overpass at the end of Sorenson Road.

The major difference is found on the Bowman School site and adjacent parcels fronting on Mission Boulevard. The Suburban Concept envisions an expanded school site totaling 12 acres with a new building along the Mission Boulevard frontage and playfields in the western portion. This concept calls for improvements to the existing pedestrian/bicycle underpass at the BART tracks. The Urban Concept proposes redevelopment of these properties with residential development and related open space, and possibly commercial development along Mission Boulevard. Pedestrian and bicycle linkages would be provided between the Mission Plaza

Shopping Center, the new neighborhood park, and the Nuestro Parquecito, which connects to the existing neighborhood and the BART station. Of course, the most significant challenge posed in this concept is to identify a new school site, perhaps outside the study area, to replace Bowman School.

Subarea 3. This subarea includes all parcels fronting Mission Boulevard (both sides) between Jefferson Street and Tennyson Road. The Suburban Concept proposes commercial and/or residential development along the west side of Mission Boulevard, but calls for mixed-use development at the intersection with Tennyson Road. Access issues remain a concern for parcels between Jefferson Street and Hancock Street; however, a possibility may exist to introduce a local access road fronting the west side of Mission Boulevard (in a configuration similar to that described in Subarea 2) that services commercial strip uses within the segment, and provides parking. East of Mission Boulevard, the Suburban Concept proposes residential development with commercial development shown at the intersection with Tennyson Road. The Urban Concept calls for similar types of development; however, these uses are proposed in different locations within the subarea.

Subarea 4. This subarea includes the BART station, intermodal access facilities, BART parking lots, and all other parcels between Tennyson Road and Valle Vista Avenue. Both concepts recognize the potential to create a transit village of mixed-use development on BART property and other surrounding parcels in private ownership. The most intensive residential development, both in terms of density and height, is focused in this subarea. Both concepts also recognize that development of the BART property will require replacement of surface parking with structured parking. In the Suburban Concept, structured parking is depicted on the existing north parking lot with residential development south and east of the station. In the Urban Concept, a mix of office, retail and residential uses is shown on the existing north parking lot, while the structured parking is depicted on the overflow lot east of Dixon Street. In both concepts, incorporation of some type of public plaza is envisioned between the BART station and Dixon Street.

BART staff believes that reorganizing the existing intermodal access facilities (e.g., bus transfer bays) will optimize opportunities for transit-oriented development. As part of a separate study, BART staff is evaluating possible alternatives for reconfiguration of the intermodal access facilities as well as the location and type of structured parking. The range of possibilities in the preliminary alternatives include: retaining the existing bus transfer facility and providing structured parking on both the north and south parking lots; shifting the bus transfer facility eastward and adjacent to Dixon Street and providing structured parking on the north parking lot; reorienting the bus transfer facility perpendicular to Dixon Street and providing structured parking on the north parking lot; and relocating and reconfiguring the bus transfer facility along Dixon Street with a turnaround and providing underground parking over much of the site. Note that none of these preliminary alternatives envision structured parking on the existing overflow lot east of Dixon Street. It should also be noted that while these are preliminary alternatives, City staff has indicated that the alternative featuring the bus transfer facility and turnaround along Dixon Street would not be acceptable.

In the remainder of this subarea, both concepts show higher density residential development south and east of the station. The major difference is that the Urban Concept designates a site for a major grocery store and associated retail uses at the northwest corner of Mission Boulevard and Valle Vista Avenue. East of Mission Boulevard, the Suburban Concept shows a mix of commercial and residential development, while the Urban Concept calls for more residential development at higher densities.

Subarea 5. This subarea includes all parcels west of Mission Boulevard between Valle Vista Avenue and Industrial Parkway. The vacant Caltrans parcels on either side of Dixon Street have prime development potential. In both concepts, additions to the internal street network are proposed in order to optimize access to these parcels. Additional pedestrian/bicycle linkages are also shown in both concepts. In the Suburban Concept, the emphasis is on residential development with a more centrally located neighborhood park. In the Urban Concept, a new community center is proposed in conjunction with expansion of the existing Valle Vista Park site, which is opposite the proposed grocery store previously mentioned under Subarea 4. Also, higher density residential development is shown on parcels to the south fronting Mission Boulevard. The location of the community center west of Mission Boulevard would be able to serve this already densely populated area as well as future residents of the proposed higher density developments in this area.

Subarea 6. This subarea includes all properties east of Mission Boulevard between Valle Vista Avenue and Industrial Parkway. In the Suburban Concept, medium density residential development is shown on the parcels north and south of the existing mosque. The Urban Concept calls for commercial and/or residential development along Mission Boulevard, with higher density residential uses to the east. Both concepts recognize the proposed senior housing project planned for the former roller rink site.

Subarea 7. This subarea is comprised of the Holiday Bowl site, the adjacent multi-family apartments, and the parcels across Mission Boulevard north of Garin Avenue. The Suburban Concept calls for more intensive retail commercial development on the triangle site. The Urban Concept envisions the possibility of a conference/hotel facility on the triangle site, with more intensive retail commercial uses east of Mission Boulevard. While initial consideration was given to the possibility of a recreation/entertainment complex on this site, it appears that land costs create financial pressure points that undermine the feasibility of such a facility.

NEXT STEPS:

The purpose of this work session is to provide a preview of the concepts that will be presented at the next community meeting and invite any comments or concerns you may have at this time. The next community workshop is scheduled in early July, at which time these alternative development concepts will be presented for public discussion. Participation by study area residents, landowners and businesses will be solicited in exploring and understanding the implications of the alternatives. Comments from that meeting will assist staff and consultants in the formulation of a preferred concept. Preparation of a Program Environmental Impact Report (EIR) will take place during the summer months. It is anticipated that the draft Concept Plan


and Draft EIR will be presented for public review at a third community meeting in the fall, followed by public hearings before the Planning Commission and the City Council.

Prepared by:




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Recommended by:



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Director of Community and Economic Development

Approved by:



Jesús Armas, City Manager

Attachments:

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| Exhibit A. | Concept Plan Study Area with Subareas |
| Exhibit B. | Suburban Concept (Figure 1) |
| Exhibit C. | Urban Concept (Figure 2) |
| Exhibit D. | Development Program Summary |

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